

Message Text

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INFO AMEMBASSY MOSCOW PRIORITY

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TAGS: EFIS, JA, KS, UR

SUBJECT: US/USSR FISHERIES DISCUSSIONS TERMINATED

1. NEGOTIATIONS BETWEEN US AND USSR ON NORTH PACIFIC
FISHERIES PROBLEMS WERE TERMINATED FEBRUARY 21 DUE TO
FAILURE TO REACH AGREEMENT ON ISSUES RELATING TO REQUIRED
CONSERVATION MEASURES AND ON WAYS OF MOST EFFECTIVELY
REDUCING CONFLICTS BETWEEN US AND SOVIET FISHERMEN.
NOTES WERE EXCHANGED FEBRUARY 26 EXTENDING TO JUNE 30, 1975
FORMER THREE AGREEMENTS RELATING TO CRAB FISHING IN EAST-
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ERN BERING SEA, ARRANGEMENTS TO PREVENT GEAR CONFLICT IN

VICINITY OF KODIAK ISLAND, AND CONSERVATION OF FISHERIES OF NORTHEASTERN PACIFIC EXTENDING FROM ALASKA SOUTH TO CALIFORNIA. SECOND ROUND OF TALKS SCHEDULED LATER THIS SUMMER BUT NO FIRM DATES SET FOR RENEGOTIATION.

2. FROM BEGINNING OF DISCUSSION WHICH COMMENCED FEBRUARY 3, SOVIET DELEGATION MAINTAINED A HARD LINE DESPITE REPEATED US ATTEMPTS TO MOVE TALKS FORWARD BY OFFERING CONCESSIONS AIMED AT MINIMIZING IMPACT ON SOVIET FISHERIES. SOVIETS REFUSED TO OPENLY DISCUSS SOLUTIONS WHICH WOULD AT SAME TIME PROVIDE

MEANINGFUL PROTECTION TO RESOURCES OF SPECIAL INTEREST TO US FISHERMEN, SUCH AS HALIBUT AND PACIFIC OCEAN PERCH, AND MINIMIZE CONFLICTS BETWEEN US FIXED GEAR AND SOVIET MOBILE GEAR.

3. SOVIET DELEGATION LED BY DEPUTY MINISTER OF FISHERIES KAMENTSEV MAINTAINED HARD LINE DESPITE FULL KNOWLEDGE OF PUBLIC AND CONGRESSIONAL PRESSURE TO ENACT 200-MILE LEGISLATION. IN JUDGMENT OF US DELEGATION, IT WOULD HAVE BEEN IN INTEREST OF SOVIET FISHERIES TO HAVE REACHED A SATISFACTORY AGREEMENT IN FACE OF EXTENDED FISHERIES JURISDICTION EITHER AS A RESULT OF LOS CONFERENCE OR CONGRESSIONAL ACTION. BASED ON KAMENTSEV'S ATTITUDE THROUGHOUT NEGOTIATIONS, THERE IS REASON TO BELIEVE THAT SOVIET DELEGATION MAY HAVE BEEN UNDER STRICT POLITICAL INSTRUCTIONS UNRELATED TO FISHERIES, THEREBY LEAVING KAMENTSEV LITTLE FLEXIBILITY.

4. AGREEMENT WAS REACHED ON MIDDLE ATLANTIC PROBLEMS AND A NEW AGREEMENT EXTENDING PREVIOUS ARRANGEMENTS WITH SLIGHT MODIFICATION WAS SIGNED FEBRUARY 26. ASSISTANT SECRETARY D.L. RAY, OES, SIGNED ON BEHALF OF US. NEW ATLANTIC AGREEMENT WILL REMAIN IN FORCE TO DECEMBER 31, 1975 ONLY. IT WAS DELIBERATELY MADE EFFECTIVE FOR SHORT PERIOD SO AS TO BRING ADDITIONAL PRESSURES TO BEAR ON SOVIETS SHOULD THEY FAIL TO BE MORE FORTHCOMING AND FLEXIBLE IN RESOLVING SERIOUS CONSERVATION PROBLEMS ON PACIFIC COAST.

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5. FAILURE TO REACH AGREEMENT WITH SOVIETS AT THIS TIME HAS IMPACT ON US-JAPAN AGREEMENTS CONCLUDED DECEMBER 1974 IN THAT USG, IN CONFIDENTIAL ORAL STATEMENT, AGREED TO CONSULT WITH OTHER NATIONS FISHING IN NORTH PACIFIC AND SPECIFICALLY WITH SOVIET UNION. USG FURTHER AGREED TO QUOTE SEEK REDUCTIONS IN THE FISHING OPERATIONS OF THESE NATIONS IN A MANNER APPROPRIATE TO THE PATTERN OF THEIR

FISHING, THROUGH CATCH CEILINGS AND AREA/TIME RESTRICTIONS WHERE APPLICABLE, WHICH WILL BE SIMILAR TO THE MEASURES UNDERTAKEN BY JAPAN. SHOULD MEASURES AGREED UPON BE LESS RESTRICTIVE IN EFFECT THAN THOSE UNDERTAKEN BY JAPAN, US WILL CONSULT WITH JAPAN TO REVIEW SITUATION UNQUOTE.

6. USG CONSIDERS IT HAS MET COMMITMENT MADE IN ORAL NOTE TO CONSULT WITH SOVIET UNION. HOWEVER, FAILURE OF CON-

SULTATIONS AND EXTENSION OF FORMER AGREEMENTS RESULTS IN SITUATIONS WHERE QUOTE MEASURES AGREED UPON UNQUOTE EVEN THOUGH OF TEMPORARY SHORT DURATION, THAT IS FOR FOUR MONTH PERIOD EXTENDING TO JUNE 30, ARE ESSENTIALLY LESS RESTRICTIVE THAN THOSE UNDERTAKEN BY JAPAN. IN THIS CONNECTION, GOJ ESPECIALLY FISHERIES AGENCY, CAN BE EXPECTED TO FACE SEVERE CRITICISM FROM ITS FISHING INDUSTRY SINCE SOVIET VESSELS WILL BE FISHING AT LEAST UNTIL JUNE 30, IN A NUMBER OF AREAS WHERE JAPANESE FISHING VESSELS HAVE BEEN DENIED ACCESS UNDER US-JAPAN AGREEMENTS.

7. POST IS REQUESTED TO APPROACH PRINCIPALS WHO HEADED JAPANESE DELEGATION IN DECEMBER 1974 NEGOTIATIONS SPECIFICALLY FUKADA, DEPUTY DIRECTOR GENERAL, NORTH AMERICAN BUREAU, FONOFF, AND MATSUURA, DIRECTOR OF MARINE FISHERIES, FISHERIES AGENCY, AND INFORM THEM OF TERMINATION OF US-USSR TALKS. PLEASE CONVEY TO THEM KEEN DISAPPOINTMENT OF US OVER FAILURE TO REACH AGREEMENT WITH SOVIET UNION SATISFACTORY TO BOTH SIDES. HOWEVER, USG DOES NOT INTEND TO NEGOTIATE WITH SOVIET UNION OR WITH ANY OTHER COUNTRY FISHING OFF ITS COAST AGREEMENTS WHICH DO NOT CONTAIN MEASURES THAT WILL PROVIDE MEANINGFUL CONFIDENTIAL

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CONSERVATION AND MANAGEMENT CONTROLS OVER UTILIZATION OF RESOURCES OFF US COAST BY ALL COUNTRIES EXPLOITING THOSE RESOURCES, AS WELL AS FULLY PROTECT SPECIAL INTERESTS OF US FISHERIES. PLEASE ASSURE GOJ THAT USG WILL CONTINUE TO DEVOTE FULLEST EFFORTS IN NEGOTIATING ARRANGEMENTS WITH SOVIET UNION THAT WILL MEET US CONSERVATION OBJECTIVES AND AT SAME TIME WILL BE NOT LESS RESTRICTIVE THAN THOSE MEASURES AGREED TO BY JAPAN. USG WILL ALSO BE PREPARED TO DISCUSS THIS MATTER FURTHER AT SPECIAL US-JAPAN FISHERIES TALKS SCHEDULED MARCH 12-14 AT GENEVA SHOULD GOJ DESIRE TO DO SO. POST IS REQUESTED TO REPORT ON GOJ REACTION.

8. FYI. JAPANESE EMBASSY HAS BEEN APPRISED OF RESULTS OF US-SOVIET TALKS AND OF DIFFICULTIES THAT TEMPORARY

EXTENSION OF FORMER AGREEMENTS AGREED TO BETWEEN US AND
USSR WOULD CREATE FOR GOJ. KISSINGER

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